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Report of the United Nations Development Fund for Women

Note by the Secretary-General

The Secretary-General has the honour to transmit herewith to the Commission on the Status of Women and the Human Rights Council the report of the United Nations Development Fund for Women on the activities of the Fund to eliminate violence against women, which was prepared in compliance with General Assembly resolution 50/166 of 22 December 1995.

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Report of the United Nations Development Fund for Women on the elimination of violence against women

1. In its resolution 50/166 of 22 December 1995, the General Assembly gave the United Nations Development Fund for Women (UNIFEM) the mandate to strengthen its activities to eliminate violence against women in order to accelerate the implementation of the recommendations set out in the Beijing Declaration and Platform for Action.[1] This resolution also established the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women as a key inter-agency mechanism to advance action to address violence against women. The Trust Fund was set up in 1996 and became operational in 1997, with UNIFEM as the Fund's administrator. In doing so, UNIFEM works closely with the relevant organizations and bodies of the United Nations system as part of systemwide efforts to eliminate violence against women.

2. The present report, to the fifty-first session of the Commission on the Status of Women and the fourth session of the Human Rights Council, documents the activities undertaken by UNIFEM in 2006 to eliminate violence against women and to manage the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women.

Background and context

3. Over the past 20 years there have been significant advances in awareness and understanding of violence against women, and in its recognition as a serious violation of women's human rights. The issue has been moving from the margins to the centre of development cooperation, as is reflected in the priority attention that ending violence against women has been given in international human rights standards and at world conferences. The commitment to ending violence against women has been growing within the United Nations system; and, for an increasing number of United Nations agencies, funds and programmes, work to eliminate violence against women has become an important focus for programming support.

4. This enhanced attention, while critically important, has yet to translate into measurable decreases in the levels of violence to which women around the world are subjected. A number of important studies over the past few years, including, most recently, the 2006 Secretary-General's in-depth study on all forms of violence against women,[2] as well as reports of the Special Rapporteur on violence against women, the UNIFEM report *Not a Minute More*[3] and the report of the Millennium Project Task Force on Education and Gender Equality entitled "Taking action: achieving gender equality and empowering women",[4] have identified concrete measures that must now be taken to move the agenda forward. As noted in the 2006 in-depth study of the Secretary-General,[2] one of the most important conclusions has been that the success in integrating women's right to be free from violence into

[1] *Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annexes I and II.

[2] A/61/122/Add.1.

[3] *Not a Minute More. Ending Violence against Women*, UNIFEM (2003) (United Nations publication, Sales No. E.05.III.F.2).

[4] United Nations Millennium Project, Task Force on Education and Gender Equality (Earthscan, London and Sterling, Virginia, 2005).

international, regional and national normative frameworks must be followed up with the effective implementation of these frameworks. In addition, the previously mentioned reports point out the chronic underfunding of work to end this violence and, more specifically, the failure to adequately support and collaborate with the women's organizations, whose expertise and commitment are essential to progress at the country level, as areas of great concern. Other areas identified for urgent action include the enhancement of coordinated efforts within the United Nations system, the development of greater capacity in data collection and impact evaluation of interventions, and the commitment of dedicated attention and resources to the cross-cutting dimensions of violence against women, in relation to issues such as HIV/AIDS, and peace and security.

United Nations Trust Fund in Support of Actions to Eliminate Violence against Women

5. Since its inception, the Trust Fund has identified and supported innovative and catalytic initiatives from around the world that aim to break new ground, create new models and mobilize new constituencies in the growing movement to eliminate violence against women in all of its manifestations. The Trust Fund generates lessons and good practices that inform larger programmes of the United Nations and its civil society and governmental partners at the national, regional and global levels.

6. The strategy guiding the Trust Fund for the period 2005-2008 introduced changes that respond to lessons learned from the first eight years of the Fund's operation and reflect key recommendations that have emerged from important global studies on violence against women. Of particular note are measures undertaken to enhance United Nations systemwide involvement with the Fund, to target the critical areas of support for national-level implementation and the intersection of violence against women with cross-cutting issues and to increase the resources available for end-violence work.

7. The Trust Fund's decision-making body has, since the Fund's inception, been composed of representatives of a range of United Nations entities. Beginning in 2005, key aspects of the project approval process were devolved to the subregional level, which has facilitated expanded United Nations system involvement. In 2005 and 2006, in addition to convening global meetings, UNIFEM convened subregional project appraisal committees composed of United Nations agencies, other international organizations, and experts from governments and civil society. In 2006, 12 subregional project appraisal committees met in Ecuador, Mexico, Brazil, Barbados, Senegal, Nigeria, Kenya, Rwanda, South Africa, Nepal, Thailand and Bratislava. United Nations entities that participated in Trust Fund decision-making in 2006 included: the Division for the Advancement of Women, the Economic and Social Commission for Latin America and the Caribbean, the Food and Agriculture Organization of the United Nations, the International Labour Organization, the Pan American Health Organization, the Joint United Nations Programme on HIV/AIDS, the United Nations Development Programme (UNDP), the Economic and Social Commission for Asia and the Pacific, the United Nations Population Fund, the United Nations Human Settlements Programme, the Office of the United Nations High Commissioner for Human Rights, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Industrial Development Organization, the United Nations Children's Fund (UNICEF), the United Nations

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Office on Drugs and Crime, the United Nations Office for Project Services, the World Food Programme and the World Health Organization (WHO).

8. The 2005-2008 Trust Fund strategy has targeted its attention to two critical areas of the work to end violence against women. First, a dedicated window was opened within the Trust Fund to support the effective implementation of existing laws and policies. This window provides support to non-governmental and governmental organizations to build awareness of new laws and policies, to repair deficiencies in the light of human rights requirements, to identify necessary budgetary allocations for implementation, to increase the capacity of judiciaries, law enforcement and health workers to put laws into effect, and to create data collection systems and indicators to assist in monitoring their effectiveness. Second, in collaboration with the Global Coalition on Women and AIDS, the Johnson & Johnson Corporation and other donors, a window was opened to support programmes that address the intersection of HIV/AIDS and violence against women. That window supports projects that increase action and knowledge about the linkages between violence against women and HIV/AIDS, and about the stigma and discrimination that prevent women from seeking HIV information and health services.

9. Also under the 2005-2008 strategy, an evaluation partnership was established with the World Bank, which supported the development of a methodology to measure the impact of Trust Fund grants. A new monitoring and evaluation plan is being built into Trust Fund projects based on evaluation guidelines developed by UNIFEM and the World Bank, and lessons learned will be shared widely with partners and key stakeholders. In addition, Trust Fund grantees will be supported with technical assistance and capacity development, with the objective of enhancing the sustainability of interventions and institutions.

10. Efforts to increase the Trust Fund's resource base have yielded significant results. Since 1997, the Trust Fund has awarded in total almost $13 million of grants to 226 projects in over 100 countries. Resources for the Trust Fund's grant-making have doubled, from $800,000 in 2004 to $1.8 million in 2005, and nearly quadrupled to $3.5 million in 2006. In 2006, donors included the Governments of Austria, Finland, Iceland, Ireland, Slovenia, Trinidad and Tobago, and the United States of America, the UNIFEM national committees in Australia, Singapore and the United States of America, non-profit organizations (World Day of Prayer USA, Zonta International), private companies (Johnson & Johnson, Macy's, TAG Heuer), and many individuals who contributed to the Trust Fund on the occasion of the UNIFEM thirtieth anniversary commemoration. Despite this expansion of the resource base of the Trust Fund, it must still be noted that the demand for Trust Fund support continues to greatly exceed available funds, with $190 million in requests received in 2006.

11. UNIFEM promotion of the Trust Fund has also stimulated regional and national replications that are generating their own resources and grant-making. In the Arab States, UNIFEM launched a regional replication of the Trust Fund for a period of three years. In Brazil, UNIFEM has joined with the private sector public relations firm Full Jazz Comunidade to launch a national fund on ending violence against women.

The 2006 Trust Fund grant-making cycle

12. In 2006, the Trust Fund rolled out its eleventh cycle of grant-making. Through the call for proposals that focused on supporting the implementation of existing laws, policies and plans to eliminate violence against women, the Trust Fund provided $2.8 million to 28 initiatives working to strengthen the implementation of laws and policies in 20 countries: Somalia, Cameroon, Rwanda, Togo, Côte d'Ivoire, Nigeria, Liberia, Zimbabwe, Nicaragua, Guatemala, Grenada, Ecuador, Bolivia, Argentina, Chile, Paraguay, India, Mongolia, Bulgaria and Ukraine. A total of 465 grant proposals were received in 2006 under the implementation window.

13. In all of the projects, integrated approaches were designed for supporting effective implementation, which, with variations reflecting national contexts, combine capacity development for government, judicial and law enforcement officials; support for increasing budgetary resources; popular awareness-raising; and the development of tracking and accountability tools. A number of projects have also identified more specific implementation challenges. The projects funded for Liberia, India, Bulgaria, Ukraine, Ecuador and Bolivia, for example, incorporate a focus on work with local and community-based justice delivery systems. As well, a number of the 2006 projects, including those from Guatemala, Nicaragua and Bulgaria, are focused on ensuring that marginalized or disadvantaged groups of women benefit equally from the protection offered by new laws. Among these initiatives are the following:

- In Liberia, the application of a new law on rape that was passed in 2005 by traditional and local courts will be reviewed, in order to identify gaps and patterns in court rulings and the execution of judgments. The project will raise awareness among communities of existing mechanisms to protect women from violence and develop the capacity of local court officials to effectively apply existing anti-violence laws.

- In Mongolia, a project will work to strengthen the implementation of existing laws against domestic violence and trafficking. It will develop an advanced model of victim protection and increased budgetary resources, including by fostering the lobbying and monitoring capacities of civil society groups. Media professionals will be trained to cover violence against women in informed and gender-sensitive ways, and gender stereotypes will be challenged through a public campaign using the voices of children and youth.

- In Bulgaria, support will be provided to improve the access of differently abled women and girls to assistance and protection under the new domestic violence law. Data and statistics on violence against differently abled women and girls will be collected and standard practices developed to identify cases of abuse and tailor protection efforts. Professionals will be trained to respect the rights and needs of victims who are differently abled and the survivors themselves and their family members will be encouraged to seek assistance.

- In Nicaragua, a model to collect data and define services for women victims of violence that has been piloted in two municipalities will be adapted for the specific needs of diverse communities such as the Afro-descendent/Miskita communities along the Atlantic coast. The project will help strengthen links between State institutions and civil society in order to more systematically eliminate sexual and family violence. It will train police to offer specialized

attention to victims and to collect data correctly, as well as provide support services to survivors.

14. The second window of the 2006 Trust Fund call targets grant-making to innovative approaches for addressing the interlinkages between HIV/AIDS and violence against women. Through this window, the Trust Fund will support a cohort of five large projects over a period of three years to stimulate action and knowledge on: (a) effective actions to reduce intimate partner, sexual and gender-based violence in locales of high HIV prevalence and high gender inequality; and (b) strengthened efforts to reduce violence against women and girls that results from stigma and discrimination and to increase their access to treatment and care. The selected grantees will be announced in early 2007.

Achievements of past Trust Fund grants

15. Trust Fund grantees from previous cycles continue to demonstrate that the catalytic support received yields tangible results and effective partnerships with governmental and community-based stakeholders.

16. A successful example of working towards the elimination of cultural forms of violence by developing strategic partnerships at the institutional and community level was set by Centre Djoliba in Mali. Centre Djoliba has partnered with ministries and community representatives to combat female excision through capacity-building, awareness-raising and advocacy. Ministry officials, mayors, parliamentarians, traditional and religious leaders, NGO staff and female excision practitioners were trained on the impact of excision on women's human rights, and public advocacy campaigns to encourage community involvement were held. As a result, several communities, including religious leaders from 54 villages, are developing concrete action plans to eliminate excision. In Kita, the mayors and religious leaders who attended the training established a committee for public education campaigns against excision that advocates for women's human rights. The Ministry of Education, in its 2006-2007 training curriculum, has incorporated anti-excision programmes and produced training books, and the Ministry for the Promotion of Women, Children and Family has developed training programmes for parliamentarians.

17. In Nepal, Equal Access, in partnership with General Welfare Prathistan, demonstrated the importance of using trained rural women as community radio reporters and facilitators of community listening groups. The reporters collected stories from rural women on the basis of which a 26-episode radio programme entitled "Changing our world", covering issues relating to women's human rights, peacebuilding, violence against women, reproductive rights, and HIV/AIDS, was developed and broadcast, reaching two million rural listeners. Sixty community listener groups were set up to encourage grass-roots leadership and changes in attitudes and behaviour. The project created a space for rural women to speak out against violence and discrimination. It succeeded in increasing the awareness of community members of violence against women and served as a catalyst for actual changes in attitudes and behaviours. It led to a reduction of incidents of domestic violence in their communities and to increased reporting of incidents of violence to authorities. The project also created a pool of qualified and motivated women reporters, among them several who were able to apply their newly acquired skills in a follow-up radio project implemented by Equal Access.

18. The Mothertongue Project in South Africa has worked to reduce the violence faced by HIV-positive women and girls as a result of stigma and discrimination. A pilot group of women living with HIV/AIDS and survivors of rape was trained in traditional participatory theatre techniques. These women conducted outreach theatre performances in which they engaged community members in discussions on the intersections of violence against women and HIV/AIDS, encouraging them to take an active role in the theatrical action itself and in their communities. The training provided women living with HIV/AIDS with a safe space to speak out about experiences of violence and stigma, which turned out to be a powerful tool of catharsis. The project also resulted in encouraging women to seek assistance from support groups and authorities, take legal actions after having been expelled from their homes or leave abusive relationships. Mothertongue is planning to replicate the lessons learned in this successful project by identifying an interested group of women among the pilot group to conduct similar theatre-based training in other townships.

19. In Rwanda, the Forum for Activists against Torture implemented a train-the-trainers project for female ex-combatants on human rights, sexual violence against women and HIV/AIDS. The training offered ex-combatants a safe space to speak out about their own experiences of violence and trauma and empowered them to play a leading role in the fight against sexual violence against women and HIV/AIDS in their communities. As a result, some ex-combatants formed community-based associations and human rights clubs for women leaders to advocate against gender-based violence and torture. They also reached out to local communities to support women victims of violence and raised their confidence to report cases of abuse, seek counselling and support and pursue legal actions against the perpetrators. The project also helped to foster the reintegration of ex-combatants into society. Some women were able to find new jobs as trainers with the Demobilization and Reintegration Commission, on the basis of the skills and qualifications acquired in the project.

20. In Peru, the Human Rights Commission undertook research and published a report on sexual violence committed against women during the armed conflict between 1980 and 1996. It advocated, with the Truth and Reconciliation Commission, to place the issue of violence against women on the Commission agenda. As a result, the findings and recommendations of the Human Rights Commission were taken up by the Truth and Reconciliation Commission and fed into the recommendations presented to the Peruvian Government. By establishing a comprehensive knowledge base and sensitizing stakeholders, the project contributed to shedding light on the violence committed against women during the armed conflict and to making it an issue of public concern.

21. In Serbia and Montenegro, Women in Black, through interactive workshops and lectures that connected more than 300 women at the grass-roots level, created the first expanded knowledge base on gender, peace and security in Serbia. The project resulted in strengthening women's peace networks in their work on reconciliation. It also produced a resolution on women, peace and security implementing Security Council resolution 1325 (2000) in Serbia that, as a result of advocacy efforts supported by women MPs and women NGOs, was eventually adopted by the regional government of the autonomous province Vojvodina. This Trust Fund project laid the foundation for the Women's Peace Coalition, which was

established later in 2006 by Women in Black and Kosova Women's Network, with UNIFEM support.

UNIFEM programming under its 2004-2007 multi-year funding framework

22. In addition to administering the Trust Fund, UNIFEM identifies and supports innovative and catalytic strategies to end violence against women in its programming and partnerships. Four outcome-level results are pursued in end-violence programming under the UNIFEM 2004-2007 multi-year funding framework (MYFF), whereby: (a) legislation and policies are formulated and implemented to promote and protect women's human right to be free from violence; (b) mainstream institutions demonstrate the leadership, commitment, technical capacity and accountability needed to address violence against women; (c) gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programmes and resource allocations so as to end violence against women; and (d) there is a change from harmful and discriminatory attitudes and practices that perpetuate violence against women.

23. In its programming for effective laws and policies, UNIFEM has supported the introduction and strengthening of legislation against gender-based violence in Brazil, India, Kazakhstan, Rwanda, Sierra Leone, Zimbabwe and Cameroon. Where efforts to reform laws and policies are at a preliminary stage, UNIFEM has supported reviews, assessments and consensus-building. In 2006 this included legislative reviews for compliance with the Convention on the Elimination of Discrimination against Women in the Pacific, technical analysis of the penal codes in Kenya and the Dominican Republic, and support for multi-stakeholder input into national actions plans in Algeria, Haiti and India. The effective implementation of existing laws and policies requires the allocation of sufficient budgetary resources by Governments. In Bolivia, with the support of UNIFEM and other partners, budget regulation was introduced at the municipal level, and the municipality of Cercado for the first time earmarked funds to support programmes addressing gender equality and violence against women.

24. In its programming to strengthen mainstream institutional responses to violence against women, UNIFEM works to build the capacity of duty-bearers to fulfil their obligations to promote and protect women's human rights, with a focus on law enforcement, the judiciary, parliamentarians, government ministries, legal practitioners, academia and United Nations partners. Efforts to train police and/or set up specialized police units to intervene in cases of violence against women were supported in Cameroon, Jordan, the Sudan and Rwanda. In the latter country, UNIFEM, as part of a joint project with UNDP, supported the establishment and operationalization of a gender desk within the national police to provide rapid response and referral services and to ensure that violence against women is no longer treated with impunity. Discussions are under way to replicate the successful Rwandan experiences in Burundi and Cameroon.

25. In Liberia, UNIFEM facilitated capacity-building for statement takers at the Truth and Reconciliation Commission, highlighting the impact of armed conflicts upon women, in particular the high incidence of physical and sexual violence. In Kazakhstan, UNIFEM supported a memorandum of understanding between anti-violence NGOs and the Ministry of the Interior, including training for the Ministry staff on how to work with victims of violence. In Afghanistan, technical assistance

was provided to the newly established inter-ministerial commission to eliminate violence against women, and, in Mexico, the investigation of femicides in Mexico carried out by the Parliamentarian Commission was supported. UNIFEM facilitated the approval of the Parliamentarian Pact for the creation of an inter-parliamentary network promoting women's right to a life without violence among the national parliaments of Mexico, Guatemala and Spain. In India, UNIFEM entered into a memorandum of understanding with the Confederation of Indian Industry to promote gender equality, in particular to address sexual harassment at the work place and HIV/AIDS.

26. UNIFEM has also worked within the United Nations system to advocate for a consistently applied policy to address violence against women in post-conflict needs assessments and responses to crises. As a member of the Joint Partnership against Sexual Violence in Crisis Settings and Recovery Settings, which was established in 2006, UNIFEM has joined forces with United Nations entities including UNDP, UNFPA, UNICEF, UNHCR, WHO and the Office for the Coordination of Humanitarian Affairs, as well as NGO partners, to devise a joint strategy for strengthening prevention efforts, expanding the access of victims of sexual violence to psychological and social assistance and health services and developing a comprehensive evidence base through the monitoring and dissemination of data. UNIFEM also partnered with the African Union to support Darfurian women's participation in peace talks to address women's traumatic experiences of violence and displacement and to facilitate the implementation of Security Council resolution 1325 (2000) in the Sudan.

27. Responses to the pandemic of violence against women are hampered by a lack of accurate data and statistics about its scope and prevalence. UNIFEM is supporting, in cooperation with United Nations partners and civil society, efforts to improve the generation and use of data, for instance, in Afghanistan, Albania, Algeria, Azerbaijan, Burundi, Haiti, Jordan, Mexico, Saudi Arabia, the Syrian Arab Republic and the seven countries of the South Asian Association for Regional Cooperation. In Albania, for instance, UNIFEM supported the publication of a report on the interlinkages between women's lack of economic opportunities and their vulnerability to trafficking, which seeks to promote a holistic and long-term approach to anti-trafficking. In Haiti, UNIFEM and the Inter-American Development Bank supported a study on gender-based violence that has fed into the development of a multisector national plan of action against gender-based violence.

28. As part of its programming to strengthen the capacity of gender equality advocates, UNIFEM has cultivated existing, and has built new, strategic partnerships with leaders in parliaments, governmental bodies and civil society, for instance, in Burundi, Cameroon, Morocco, Nepal, the occupied Palestinian territories, Rwanda, Sierra Leone and Uganda. In Rwanda, UNIFEM, in collaboration with UNDP, provided technical support to the Forum of Rwandan Women Parliamentarians in the process of drafting a gender-based violence bill that was passed in 2006. In India, UNIFEM supported the creation of a national coalition of media persons against gender violence, human trafficking and HIV/AIDS, to foster gender-sensitive and rights-based reporting.

29. In its programming to bring about changes in harmful and discriminatory practices, UNIFEM has supported round tables, panel discussions, and theatre and multi-media campaigns during the 16 Days of Activism against Gender-Based

Violence Campaign (November 25-December 10), for instance, in Armenia, Brazil, China, Colombia, Ecuador, Guatemala, India, Kyrgyzstan, Morocco, Nepal, Peru, Swaziland, Tajikistan, the Bolivarian Republic of Venezuela and Zimbabwe. In Latin America and the Caribbean region, UNIFEM participated in a joint campaign with governments, women activists, journalists and United Nations partners to advocate for legal and judicial reform, support services and the use of international human rights instruments. In Armenia, Azerbaijan and Georgia, UNIFEM, in cooperation with a regional network of women's peacebuilding groups and the non-governmental news programme Internews, has used the weekly television programme "Crossroads" to highlight gender equality issues such as domestic violence, reproductive health or women's participation in peace processes. This popular programme reaches an estimated 12 million viewers through the region. In Morocco, UNIFEM and other partners supported a project to expand and foster networking among legal and counselling centres for women victims of violence (Anaruz Network). In India, UNIFEM has been partnering with Ponds brand of Hindustan Lever Limited, of the private sector, for a national campaign on domestic violence. In China, UNIFEM, as implementing agency of the joint United Nations China Gender Facility Programme and in cooperation with the Ministry of Civil Affairs and the Women's Federation of Jiangsu Province, has launched a new initiative to promote shelters for victims of violence in China.

Conclusion

> "Violence against women impoverishes individuals, families, communities and countries. The social, political and economic costs of allowing it to continue unabated are great and call for a commensurate investment in women's security. Such an effort requires increased political will expressed through a much greater commitment of financial and human resources".[5]

30. In his 2006 report, the Secretary-General drew attention to the importance of significantly increasing the flow of resources to end-violence work, as a necessary precondition for realizing women's right to live free from violence. He stressed that violence against women has generally not been treated as seriously as other forms of crime or human rights abuse; and that the level of investment and resources allocated to legal and support services, let alone prevention, remains minimal compared to many other issues. The Secretary-General issued a call for the commitment of greatly increased resources, and provided concrete recommendations regarding the future of funding for anti-violence work. Included in these recommendations is that States, donors and international organizations significantly increase their support to the United Nations Trust Fund to End Violence against Women.

31. The United Nations Trust Fund, the only multilateral funding mechanism dedicating support to national-level actions to end violence against women, has an essential role to play in moving the end-violence agenda forward. In the first two years of implementing the Trust Fund's 2005-2008 strategy, resources available through the Trust Fund quadrupled, reflecting a broadening recognition of this role. The financial target set for grant-making in 2007 is $10 million, and the Trust Fund invites Member States, as they respond to the recommendations of the report of the Secretary-General, to contribute to achieving this goal.

[5] A/61/122/Add.1, para. 388.